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FEDERAL BUREAU OF INVESTIGATION

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1. Critical Events. A 20% personnel and a 118% budget growth since 1982 (FY-89 - 22,988 positions; \$1.5 billion) reflects an executive/legislative approval for emphasis on: (1) Counterintelligence, international terrorism, drug trafficking, and related criminal investigations; (2) Sustained introduction of technology for Bureau operational and support systems designed to cope with: (a) sophisticated targets and sources; (b) institutional memory needs for counterintelligence, security, and criminal investigations, (c) secure communication and ADP requirements, (d) personnel, financial and administrative services, (e) international, state, and local law enforcement support.

Historically, as authority allowed, FBI management has adapted the government-wide OPM guidelines to the Bureau's personnel system and where warranted acquired an exception from personnel legislation not compatible with the Bureau's mission. In compensation, benefits and allowances design, however, adaptations have not satisfactorily addressed such factors as personnel security, risks, and operational exigencies of intelligence tasks, e.g., mandatory and directed assignments, mobility and quick response, international interrelationships, family and job stress -- all criteria used when Congress granted Intelligence agencies special authority for management of their tasks and people, e.g., CIA, NSA, DIA.

2. Personnel Vital Signs:

- Attrition: FBI - 5 yr. avg. turnover only 8.2% (for 9,475 Sp. Agt (SA) under 3%. 12,988 Support 12.6% turnover.) Understaffing runs at 200 - SA, 450 Support, annually. Recruitment sources are shrinking and more competitive into 1990's, if economy sustains.

Age/Grade: Special Agents EOD as GS10 - average 29 years of age. The SA average grade is 12.6 with the predominate remainder at GS 13 with 10 years of service.

Support EOD begin at GS 3 - average age 16/24 depending on the specific job. The average support grade is GS 6.7. Support people who remain over 4 years tend to stay 9 to 15 years.

EEO Profile: SA: Blacks 4.2%, Hispanics 4.3%, Amer. Ind. .4%, female 8.5%. Support: Blacks 30.9%, Hispanic 2.2%, Amer. Ind. 1.0%, Asian Amer. 1.1% (All minority groups 34.8% - Female 71.5%)

Skill Mix: SA mix consists of lawyers 1,430, accountants 1,324, linguists 572, engineering/science 215, diversified 4,425. Support mix includes clerk/typist, secretarial, fingerprint identification, data and information management, finance and budget, intelligence assistants, data transcribers, linguists (258), computer operators, general communications, security administration, etc., U.S. schools, and experience gained from employment have accommodated these position skills except for Linguists Level III.

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3. Compensation/Benefits: Essentially as provided Title 5, except allowances to legal attache overseas and San Juan, Anchorage, and Hawaii.

4. Future Work Force: More "street" language specialists, undercover agents, technical capabilities for analysis and maintenance of advance collection systems, increase specialization for SA in counterintelligence activity, drug trafficking and international terrorism and criminal investigative work. Growth in work force of agents will likely continue slowly, i.e., mission dictated in reduced budgetary environment.

5. Current Personnel Initiatives: SES legislation; N.Y. bonus and special pay demonstration project legislation; regional recruitment structure; urinalysis tests for applicant and on-board personnel per E. O. 12564.

6. Agency Perspectives on Problems: Stagnant federal pay and benefit structure has been slow and largely unresponsive to growing and complex intelligence and investigative mission of Bureau. Hopeful NAPA report to Congress will address this dilemma and recommend authority and tools for FBI to find a better way .

7. NAPA Project Staff View of Problems: Despite relatively good results to date using excepted appointment authority, and the strong commitment and loyalty of FBI people, the operational need for flexibility in Bureau personnel management is equal to that granted CIA, DIA, NSA for intelligence. The FBI's adaptation strategy has worn thin! Even current proposals for congressional authority for the OPM/FBI demonstration project in New York, are incremental only and face nonconcurrence by OMB. The case can be documented from the dynamics of FBI operations and mission conditions that the criteria used by Congress in granting authority to other Intelligence Community agencies are equally met by the FBI intelligence and investigative programs and personnel.

Linguists will continue to present problems for recruitment; retirements projected may present major "experience" gaps for FBI counterintelligence: training/retraining will be essential; EEO progress will continue; introduction of technical systems should cause some shift in skills mix in support categories; mobility demands will likely increase. There is a need for a comprehensive, but concise annual report to the President and Intelligence committees of Congress covering the "state" of Intelligence Community manpower with focus on skills, gaps and deficiencies, pay and benefit equity issues, training, and issues of common security standards for personnel.

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